DOCUMENT RESUME

ED 082 006 CE 000 278

AUTHOR	Bushnell, David S.
TITLE	Needed: A Voucher Plan in Support of Continuing Education.
INSTITUTION	Human Resources Research Organization, Alexandria, Va.
SPONS AGENCY	Department of Health , Education, and Welfare, Washington., D.C. Office of the Secretary.
REPORT NO	HumRRO-PP-7-73
PUB DATE	Aug 73
NOTE	14p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Adult Education; *Career Education; Career Ladders; *Career Opportunities; Economic Progress; Federal Aid; *Financial Support; Labor Supply; *Retraining

ABSTRACT

Opportunities for career advancement, an adequate pool of trained manpower, and the growth of our economy are inextricably connected with the availability of continuing education and training opportunities to working adults. Availability is a function of access to training and successful participation in training. The federally funded voucher plan proposed by the author of this paper could insure the availability of lifelong learning opportunities. (Author)

Professional
Paper
PP-7-73
HumRRO-PP-7-73

HumRRO

ED 082006

Needed: A Voucher Plan in Support of Continuing Education

David S. Bushnell

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

HUMAN RESOURCES RESEARCH ORGANIZATION
300 North Washington Street • Alexandria, Virginia 22314

August 1973

CE 000 178

FILMED FROM BEST AVAILABLE COPY

The Human Resources Research Organization (HumRRO) is a nonprofit corporation established in 1969 to conduct research in the field of training and education. It is a continuation of The George Washington University Human Resources Research Office. HumRRO's general purpose is to improve human performance, particularly in organizational settings, through behavioral and social science research, development, and consultation.

Published
August 1973
by
HUMAN RESOURCES RESEARCH ORGANIZATION
300 North Washington Street
Alexandria, Virginia 22314

BIBLIOGRAPHIC DATA SHEET	1. Report No. HumRRO-PP-7-73	2.	3. Recipient's Accession No.
4. Title and Subtitle NEEDED: A VOUCHER PLAN IN SUPPORT OF CONTINUING EDUCATION			5. Report Date August 1973 6.
7. Author(s) David S. Bushnell			8. Performing Organization Rept. No. PP-7-73
9. Performing Organization Name and Address Human Resources Research Organization (HumRRO) 300 North Washington Street Alexandria, Virginia 22314			10. Project/Task/Work Unit No. 11. Contract/Grant No.
12. Sponsoring Organization Name and Address Special Task Force to the Secretary of Health, Education, and Welfare			13. Type of Report & Period Covered Professional Paper 14.

15. Supplementary Notes

16. Abstracts

Opportunities for career advancement, an adequate pool of trained manpower, and the growth of our economy are inextricably connected with the availability of continuing education and training opportunities to working adults. Availability is a function of access to training and successful participation in training. The federally funded voucher plan proposed by the author of this paper could insure the availability of lifelong learning opportunities.

17. Key Words and Document Analysis. 17a. Descriptors

*Education
*Learning
*Specialized Training

17b. Identifiers/Open-Ended Terms

Adult Education
Career Education
Continuing Education
Upgrading Skills
Retraining
Student Workers

17c. COSATI Field/Group 0509/0510

18. Availability Statement	19. Security Class (This Report)	21. No. of Pages
Distribution of this document unlimited.	UNCLASSIFIED	11
	20. Security Class (This Page) UNCLASSIFIED	22. Price

Prefatory Note

Originally entitled "Continuing Education: Problems and Prospects," this paper was commissioned by a Special Task Force to the Secretary of Health, Education, and Welfare, for a report entitled *Work in America*, prepared under the auspices of the W.E. Upjohn Institute for Employment Research (MIT 231, The MIT Press, Cambridge. Massachusetts). The paper questions whether or not we as a nation can afford to deny any individual who has a legitimate need for retraining or upgrading his skills the right to access and participation in further education. Both dimensions of the problem are explored and alternative strategies for resolution are offered. Mr. Bushnell is Director for Program Development of the Human Resources Research Organization (HumRRO). The views expressed are, of course, those of the author, and do not necessarily represent those of either HEW or HumRRO.

NEEDED: A VOUCHER PLAN IN SUPPORT OF CONTINUING EDUCATION

David S. Bushnell

INTRODUCTION

The gradual shift from emphasis upon vocational preparation at the secondary school level to "career education" on a continuing basis reflects more than a simple exercise in semantics. It represents a fundamental shift away from the concept of work as a calling to the concept of work as a means to other ends. Career education, in contrast with vocational education, not only encompasses training for employment but also recognizes the need of adults to update their skills and intellectual abilities in order to satisfy their aspirations and to cope with a changing economy. Finding the right job and advancing within that job is the crux of the program. Problem-solving skills, communication skills, self-awareness, and well-conceived career strategies are competencies which every worker must possess in addition to those skills that will ensure his employability. It is in this framework that "career education" has come to represent the need for continuing access to education.

These changes in worker orientation and values reflect the more basic changes in the distribution of work in the United States over the last century. In 1900, the largest single group of workers in America made their living on the farm. By 1945, the man on the assembly line, the industrial worker, dominated the work force. Today the center of the work force is the "service worker," the person who dedicates his knowledge and skill to servicing the needs of others. During the last decade, three out of every five jobs open for employment could be classified as service-oriented—falling into such categories as sales, government service, real estate, data processing, and money management. These shifts from agriculture to industry to a "post-industrial" era parallel the emergence of the United States as a consumption-oriented, technologically constituted society.

The automation of production and the related phenomena of an increasing rate of consumption have focused the attention of labor economists on the need to create new work opportunities so that the rising number of job seekers will find employment during this decade. The number of those in the labor force in the 25- to 34-year-old age bracket will grow by almost 60% during the 1970s (1), and one out of every four workers will fall into this age group by 1980. Increased job competition among the 34 million or so younger workers seeking employment for the first time will force many to reconsider their career goals and seek out more viable employment opportunities. Some will be able to fill slots now reserved for those in mid-career, partly because they are more up-to-date on modern techniques and applications and partly because some mid-careerists are finding it difficult to adapt to changing work requirements.

The increased use of streamlined production methods and equipment will lead to pressures to spread available work opportunities and will contribute to the rise in the number of people employed in the supply of human services. Expanding automation and the de-humanizing of work are leading many to seek out jobs with a more humanistic bent.

The pursuit of work will not necessarily reflect a return to those values associated with economic security and the Puritan ethic, however. In spite of the Advertising

Council of America's campaign to reestablish the more traditional attitudes toward work, many workers will be looking for opportunities for self-fulfillment and self-determination, avoiding the more authoritarian controls imposed by many industrial organizations. Having satisfied their more basic need for economic security, many workers are searching for new rewards. New inducements are being contemplated that will give the worker greater autonomy and responsibility for the product of his labors.

THE ROLE OF CONTINUING EDUCATION

Until the last half of this century, the boundaries between "work" and "school" were clear. You stopped going to school and went to work. That was the end of schooling. Now, as up-to-date knowledge and skills become increasingly important to productive work, easy and continuing access to learning opportunities is desirable.

A rapidly changing post-industrial society requires persons who have learned how to learn, who know how to pursue their own learning and development effectively in response to changing personal interests and the demands of a free enterprise economy. None of us knows, for sure, the knowledge and competence we will need ten years from now. We do know that much of that knowledge is just emerging, and that we have to be able to harness it as it is generated.

With the current pace of technological change in the United States and with growing foreign competition, it is imperative that we focus upon ways of expanding continuing educational opportunities for adults, and that we help potential trainees financially and in other ways to enroll in and profit from adult education. We tend to assume that our system of equal opportunity surpasses that of any other nation (and it does for students between the ages of 6 and 20); we forget that a number of European countries are now making it possible for most workers to upgrade or update their work skills without undue sacrifices.

In the United States, access to re-training or updating educational opportunities has been less formal but just as effective, for those who were sufficiently motivated to take advantage of such opportunities. A recent survey (2) of community-junior college students shows that the full-time male student works an average of 26 hours per week; 84% of the part-time students (average age 28) work 40 hours per week. This willingness to invest their own free time on the part of many workers, particularly younger adults, obviously benefits those who do seek access to continuing education but may not represent the most productive alignment of educational opportunities and the needs of our national economy. The rapid growth of community-junior colleges and their extended day programs attest to the popularity of this arrangement, however.

Because increasing numbers of young adults have a two- or four-year college degree, many employers are raising their educational requirements in occupations that previously required lower levels of educational attainment. What once may have appeared to be opportunities for high school graduates is being distorted by changing employer demands favoring the college graduate. While we may feel that this practice reflects an unfortunate emphasis on "credentialism," it is nevertheless a fact of life that the better jobs are going to those with college degrees. The result has been an increased demand for equal access to education through the 14th year. Post-secondary education is now looked upon by many, particularly those from minority groups or from low socioeconomic backgrounds, as a right and not a privilege (3, pp. 125-126). Such demands are reshaping institutions of higher learning. Open admissions, external degree programs, "universities without walls," all reflect a growing willingness to make post-secondary education more accessible to those who seek it.

CONTINUING EDUCATION AND NEW CAREERS

The increasing interplay between educational attainment levels and employment has created artificial barriers within career fields. Moving from one rung of a career ladder to another is virtually impossible if one lacks the necessary educational credentials. For a laboratory technician to aspire to becoming an M.D. is, at the present time, unrealistic. Many, particularly the disadvantaged, cannot qualify for higher level responsibilities until present patterns of organizing careers and educational programs are changed. The children of the affluent often delay entry into the work force until they have earned a baccalaureate degree or beyond; the children of the poor cannot. Present emphasis on credentials bar those without a post-secondary degree from assuming desirable jobs; those jobs that do exist are sharply stratified so that those employed in them are frequently restricted in their opportunity to move up.

"New career" theorists (4) propose that the services needed by society be reviewed and, where possible, reorganized so that duties can be distributed to a hierarchy of workers ranging from those with no experience and little education to fully credentialed professionals, that these rungs in the career ladder be so ordered that they introduce no artificial barriers to vertical movement, and that educational ladders be created that provide workers with the intellectual equipment and the skills needed for advancement in their careers. Two ingredients are required. First, career ladders within career fields must be organized with the full participation of those directly concerned (employers, union representatives, educators, professional associations, and licensing groups) and, second, parallel education ladders need development (the term "lattices" now appears frequently to suggest that horizontal as well as vertical mobility is important).

The new career argument clearly relates to proposals for replacing the "extended schooling" model—the lengthy period of schooling followed by a working career—with the "continuing education" model of work and study as alternating or joint efforts occurring throughout a lifetime. These patterns of career education might also better serve the needs of middle class youth who now crowd the colleges in search of career and social mobility but who are not intellectually or temperamentally geared to long periods of formal academic study (5).

The potential of the continuing education concept, and the difficulties inherent in attempting to construct a career ladder, may be illustrated by reference to nursing. A nursing career ladder might begin with immediate employment of the untrained as nurse aides after a two-to six-week training program in or after high school. Work experience and further education would then lead successively to positions as licensed practical nurse, associate degree nurse, and professional nurse at the baccalaureate level. The successful creation and implementation of such a ladder requires that the lower and higher schools of a region relate their educational programs so that each successive level of schooling recognizes and builds upon earlier levels The hospitals, employers, the licensing agencies, and the professional associations will have to create and endorse these levels, incorporate them into the work routines and culture of the employing agencies, dignify them appropriately with money and respect, and help professionals and practitioners adjust to the changes in work routines that the new positions demand.

The experience of the community college illustrates the point (3, pp. 99-107). The ideology of the two-year community college has been to offer vocational curricula for technicians, semi-professionals, and para-professionals on the grounds that the structure of American industry requires such a level of employment between the tradesman and skilled craftsman and the engineer, scientist, and executive. Until recently, however, the ideology has stressed that two-year college programs, and thus inferentially the jobs for which they prepare, ought to be "terminal"—designed with no reference to further education or career mobility. Because of this, most students enroll in the college transfer

program in order to avoid being sealed off from transfer to a four-year institution if they elect to do so later. Initially, 75% of the community college freshmen make this choice, even though only 25% will be likely to transfer at the completion of two years of undergraduate work. Although many educators argue that most two-year college students ought to be enrolled in career education programs, few students elect to exercise that option voluntarily. More minority students than whites are enrolled in the college transfer program. This lack of interest among the various minority groups in the so-called "terminal" degree program reflects, in my opinion, the not unfounded fear that if they enroll in the college transfer program, they are more likely to qualify for the higher status jobs when competing with whites. The irony, of course, may be that during the remainder of this decade, jobs will be scarce, and even with a four-year college degree minority students will find it hard to secure employment at the professional level.

THE ROLE OF THE PROFIT-MAKING SECTOR

The remainder of this paper deals with an analysis of what parts the private and public sectors of our society should play in facilitating access to continuing educational opportunities. First, private industry's current role will be explored. Second, the role of public and private educational institutions will be examined and linked to suggestions for improvements. Third, arguments in behalf of a new legislative program will be set forth in an attempt to specify some of the necessary ingredients. It is hoped that this latter analysis will establish the need for a collaborative relationship between the federal government, private industry, and education if the manpower requirements of this nation are to be effectively served.

In order to keep up with its foreign competitors and to ensure the adaptability of our national arsenal of skilled workers, private industry in this country has played an important role in making sure that many of its workers have access to continuing education and training as a means of combating obsolescence. It is within industry's own self-interest to foster these programs, for several reasons. First, the number of trained graduates from college entering into various sectors of the labor market each year falls short of industry's requirements. For example, 45,000 engineering and scientific technicians will be needed by private industry each year during this decade to fill expected openings (6). The National Science Foundation predicts that insufficient numbers will be graduated during this same time span, leaving a gap to be filled through other means. Often that gap is narrowed by upgrading already employed technicians and other personnel.

Second, updating and upgrading a loyal and tested employee has many advantages. An experienced employee knows his way around the company with a minimum expenditure of wasted effort. His record testifies to his reliability. The added opportunity to improve himself may well make him an even greater asset to the corporation. The hiring of recent college graduates, assuming that they are available to fill existing openings, at higher than average starting salaries, may not only have a deleterious effect upon employee morale but may also invite risks where untried new employees are to be given substantial responsibilities.

Third, changes in product lines and production methods require new skill mixes and cross-disciplinary training. The need for retraining and access to up-to-date curricula and new interdisciplinary programs has been rising. Such programs may be necessary, for example, to merge the principles and methods of a specialized field of engineering with the methods of systems analysis or operations research. Experienced employees are often more adept at synthesizing such requirements in the real world of work than the less experienced recent college graduate.

Recognizing that continuing education for adults can serve as one of the more important means of fitting the experienced as well as the new employee to emerging job requirements, what action has management taken to encourage the expansion of employee development opportunities? The data on the scope of training in industry and the investment that industry has been making in its personnel has not been readily available. A study of 52 California firms conducted by Stanford Research Institute (7) some years ago, provided one of the few attempts to ascertain in a more rigorous way what is happening. Technically oriented companies reported that they were planning to continue or expand advanced study programs on a release time basis for their professionals, and almost all companies contacted reported that they planned to continue or increase their allowance for attendance at professional society meetings. Eighty-four percent of the companies indicated that they would continue to institute or increase their usage of tuition refund programs. Other forms of financial support for professionals were scholarships with and without full pay, and release time for advanced study when an employee was paid his full salary or a portion of it during this period of participation in a training or educational program.

The SRI survey established that approximately 80% of the companies contacted offer training programs either on or off company property. Sixty percent report the use of college professors as part-time instructors. University-based programs (both credit and non-credit) took the form of subsidized courses where an individual company guaranteed the attendance of a specific number of students, offering to make up the difference in tution fees if necessary, or actually contracting for a course covering a specific topic. Participation in part-time programs leading to advanced degrees is encouraged by a number of the larger companies, who offer their employees salary bonuses or even promotions once the degree is obtained. Some companies function as a branch of a University by paying the salary of a faculty member to offer credit courses on location.

It is common practice in many companies to make completion or participation in a training program a matter of record in an individual's personnel file. Professional personnel receiving advanced degrees are frequently rewarded with senior research titles designed to provide them with status comparable to that of higher management. Sabbatical leaves every five years or so are becoming more prevalent in private industry and offer the opportunity for a period of self-renewal for those who wish to take advantage of it.

Knowing what to offer a professional employee is oftentimes as important as providing the opportunity for continuing study. A number of companies conduct annual or bi-annual manpower audits, in order to evaluate the capabilities of their professional staff. By comparing their projections of skilled manpower requirements with the present status of their professional employees, these companies are in a better position to determine what types of courses should be offered in order to provide the company with the types of skills it requires at the time they are needed.

In addition to assessing training needs, offering or sponsoring courses, and rewarding and recognizing those who complete such courses, private industry also works with local community colleges and higher educational institutions in nearby communities. By encouraging these institutions to update their curriculum offerings and by advising them on what new career training programs to offer, such companies serve their own self-interest. Opening up plants and laboratory facilities for training purposes, loaning professional and technical personnel to nearby institutions as instructors, donating equipment and materials, and developing educational films and printed materials are steps that companies are taking to assist their local educational institutions as best they can.

WHAT'S WRONG WITH ADULT EDUCATION IN AMERICA?

Public education does not adequately serve the adult education needs of our country. A number of reasons can be cited. First, adult education, unlike other major sectors of public education, suffers from a proliferation of overlapping institutional programs. Extension services of universities, high school-based adult education programs, area vocational schools, correspondence schools, community and junior colleges, all offer a varied program for the adult student. Short courses sponsored by professional societies and associations, residential programs of a few days or a week's duration, coordinated classroom and on-the-job training programs, and company-sponsored seminars represent other learning experiences made available in non-academic settings. Private, for profit, institutions offering a dramatic array of vocational training opportunities are becoming increasingly competitive with public offerings. But most of these programs, public and private, are financed by means of fees or tuition charged directly to the student. The concept of *free* continuing education has not yet penetrated the adult education field to any appreciable extent. The overlapping and fragmented support base combined with the pay-as-you-go attitude tends to limit the amount of federal or state funds flowing into this important sector of education.

Because of this fragmentation of support, a concerted lobbying effort at the federal level has yet to be successfully launched. The much heralded Galaxy Conference of adult educators held three years ago gave rise to the formation of an Adult Education Action Council organized to represent the interests of all groups concerned with strengthening federal support for adult education. To date, the impact of the Council has been limited.

A second problem or barrier to the probable allocation of federal or state funds to this area of education has been the peripheral status of such programs within the institutions where they are lodged. Until recently, for example, universities assigned continuing education to a low status within the departmental hierarchy. Those associated with adult education at the college or university level have traditionally lacked power and influence. While there is evidence of a changing status, there has been no dramatic upsurge in the attention given to this relatively nonprestigious sector of higher education.

The status of the so-called "extended day program" within public community colleges is often a precarious one (3, pp. 87-90). When faced with the necessity of budget reductions, presidents often discover that the only line item in their budget which is amenable to reduction is the continuing education program. Many of the faculty employed in this area are non-tenured, thus making it one of the more vulnerable items when faced with a budget squeeze. In addition, since most continuing education programs do not benefit from state support, cutbacks on the number of adult education courses offered will not affect state appropriations.

A third factor blocking the development of a concerted support program for adult education at the federal or state level has been the lack of funds for planning and long-term research. Relatively few federal dollars have been allocated in support of research and development projects aimed at furthering our knowledge of the adult learning process. This lack of attention to the unique requirements of adults conspires to suppress the emergence of adult education as a discipline and priority area in its own right. Faculty members who teach on a part-time basis in the evening offer the same type of curriculum and instructional approach that they employ with their younger students during the day. This warmed-over curriculum and pedagogical approach frequently creates a sense of frustration on the part of the enrolled adult, who justifiably expects something better.

Fourth, our public schools are not graduating intellectually curious as well as vocationally qualified potential employees. Such institutions should be held responsible for developing in their students a continuing and vital interest in education per se. To

achieve this, schools must provide their students with the type of intellectual fare that challenges, motivates, and rewards them to the extent that their curiosity is piqued and they seek to continue their education beyond the formal years.

High schools, community colleges, four-year colleges, and technical institutes all have the responsibility of creating within their students a sense of confidence in their own individual learning abilities. The inculcation of good learning habits, which makes it easy for a student to assimilate new information, contributes much toward the development of this confidence. Developing such simple habits as how to take notes, when to review such notes, and where to look for information, as well as the more complex learning skills associated with asking the right kinds of questions and synthesizing information, are important.

Fifth, it is the educator's responsibility to aid the student in making wise career choices and commitments. The ranks of vocational guidance counselors are currently split between those who advocate guidance as a resource allocation process (8) and those who advocate counselling the "whole person" (9). A number of studies have concluded that students derive little benefit from the traditional type of occupational counselling—for example, acquiring information regarding new job opportunities (10)—but they are helped in selecting those courses that will enable them to acquire skills in the areas of their career interests. Career games, such as those developed by Sarane Boocock (11), are being employed as more effective ways of helping students make wiser career choices. Boocock's "life career" game is designed to assist students in thinking through the implications of alternative choices available to them at various stages during late adolescence and young adulthood.

The greatest shortcoming of guidance and counselling programs today, however, is that they terminate upon completion of one's formal years of education. Counselling services should be made available to anyone who needs them as late as five or so years after completion of formal education. A number of public community colleges (3, p. 96) are now operating community guidance centers that assist adults in career planning, personal development, and continuing educational planning. Such centers are being funded by city, county, and state agencies. Local employment offices are being tied in with such centers, in many cases, in order to extend the range of services available to the client. It is hoped that this type of program will be made, increasingly, a part of the community colleges' community service programs.

One of the direct benefits of a well-functioning guidance program is that the student is helped to avoid narrowly conceived vocational training experiences during his formative years. Follow-up studies of various vocational school graduates indicate that, as they gain more job experience, there is a declining interest in specialized training and a corresponding rise in a desire for additional nontechnical courses in areas such as human relations. Sixty-six percent of a cross-sectional group of professional engineers responding to a survey (12) indicated a preference for additional training on theories of organization and methods of planning, as against 31% indicating a preference for additional training in advanced engineering practices. Paralleling this preference for additional nontechnical training is the criticism that graduate engineers make of their earlier college education. Most frequently mentioned needs, that were not met in the engineering schools, were more courses in the economics of industry, in self-expression, in communications, and in human relations. A substantial number of our engineers entering industry for the first time found it difficult to cope with the nontechnical demands of their jobs.

A high school diploma or a college degree can no longer be looked upon as insuring life-long security. What may have been true in the first half of this century no longer fits the second half. Anticipating and combating obsolescence should be a full-time concern of private industry, labor unions, educators, and the federal government. By merging

these various interests into a comprehensive adult education and training program, we can expect to provide a climate that fosters economic security as well as individual advancement.

THE ROLE OF THE FEDERAL GOVERNMENT IN CONTINUING EDUCATION

The Carnegie Commission on Higher Education, in its recent report *Less Time, More Options*, neatly summarizes many of the observations presented up to this point by commenting that our nation would benefit if learning and work "were mixed throughout a lifetime, thus reducing the sense of sharply compartmentalized roles of isolated student vs. workers and of youth vs. isolated age" (13 p. 2). If students were also workers, and workers were also students, and the various age groups mingled both on the job and in the classroom, the result would be a more integrated society, the report maintains. How to implement such a program will be the major focus of this section of the report.

A number of recent writers (14) have advocated the use of federal funds to ensure the availability of schooling when it is needed and not just in the traditional sequence of 12 or 14 years of formal education. A properly organized continuing education system should be divorced from the usual practice of compartmentalizing learning opportunities into grade levels or special purpose institutions. Adult students should be permitted to move between work and school at a time that is most suitable for the individual and for his employer. For some, such opportunities should come at the start of a career, thus helping to ensure a higher level of responsibility and income. For others, additional training at mid-career would be desirable. Whatever program is adopted should recognize the basic precept that the individual is still the best judge of his own educational needs.

Striner in his recent publication, *Continuing Education as a National Capital Investment* (15, p. 71), advocates the use of the interest derived from a proposed consolidation of state unemployment insurance funds to provide those who need it with continuous access to training and education. He proposes the passage of new legislation that makes access to an educational training program a right for every worker over the age of 17. Such a program could be for as long as 24 months, on a full-time basis, with all educational costs and a personal income stipend provided. He recommends that the stipend should approximate three-fourths of the worker's prior employment income as well as his economic needs (size of family, financial obligations, etc.) within reason. For those with no prior work experience, a stipend should be provided to cover basic living costs. The proposed legislation should specify that additional funds be made available for those things that would help to ensure a successful education-training program, such as travel, short period housing, or special tools. Striner goes on to propose that "the new act should federalize all state unemployment insurance funds and convert them into a National Economic Security Fund which would serve both the new program as well as unemployment insurance benefits."

Two years after passage of the new law, a payroll tax would be levied on all wages up to $9000, to be shared equally by the employer and the employee. A 1.5% tax, he estimates, would yield a return of approximately $9 billion in 1975. Such an amount would be sufficient to cover about 1% of the labor force without having to tap the unemployment insurance reserves or appropriate additional federal dollars.

The principal drawback of the Striner plan is its dependence upon federalizing state unemployment insurance funds. Politically, this may be a difficult goal to achieve. A viable alternative would be to extend the *voucher concept* now being tested at the elementary school level (16) into the realm of continuing education. The basic concept underlying a voucher plan for adults would be the allocation of funds directly to the

individual, for his or her use in enrolling in either a part-time or full-time training and education program at whatever time the individual feels the need for such training. The adult worker would be permitted to accumulate voucher credits as he moves through his working career, in much the same way veterans acquire eligibility for the G.I. Bill. The only restriction would be that an individual would be required to enroll in an accredited institution in order to qualify for federal support. Both the worker and his employer would contribute to an education and training fund in much the same way that social security benefits are now accumulated.

In addition to paying tuition fees and a portion of a worker's regular income to cover living costs, the proposed legislation would also provide direct institutional aid to ensure that the planning and implementation of the program would be designed to meet the requirements of the adult student. A comprehensive, continuous guidance program and recruitment or "outreach" effort would be stressed. Proprietary schools as well as public institutions would be eligible for support. The amount of aid to each institution would reflect the number of adults enrolled (paralleling the institutional aid formula devised for the Education Amendments Act of 1972).

Candidates for training would be permitted, for example, to borrow ahead on their voucher credits in order to qualify for a higher paying job early-on in their working career. Being able to take advantage of such learning opportunities at critical junctures in one's career would help to ensure greater job satisfaction and earning power over the lifetime of that career. Women seeking to re-enter the labor market would need to receive credit for child-rearing and home-making.

All who seek to enroll in a continuing education program would be given credit for whatever knowledge and skills they have previously acquired. Patterned after the "external degree" programs now under development in New York State and the College Entrance Examination Board, achievement testing and "equivalency ratings" would be made available on an objective basis, to ensure that each student receives adequate recognition for what he or she has already learned.

The formulation and passage of such legislation would require the involvement and support of private industry, organized labor, and educators. Educators would help to assure that the broader interests of the students would be served. Employers would emphasize the need for relevance to regional and national manpower needs. Labor leaders would seek guarantees that the economic requirements of the trainees were met.

Enactment of such legislation would ensure the availability of lifelong learning opportunities. The current tendency to require adolescents and young adults to postpone their entry into working careers until they acquire the knowledge and skills needed to enter a chosen career would be replaced by the provision of a series of way-stations along the route, where old skills could be refurbished and new skills acquired when needed. Compartmentalization of work and study into separate time frames and places would be replaced by the free flow of people from one sector to the other.

Our capacity for planning, leadership, and inventiveness in this country will be thoroughly challenged during the remainder of this decade if students of all ages, interests, and ability levels can be effectively served through a voucher system for adults. As bureaucracy and automation encroach upon our sense of individual identity, and as more and more people seek ways to live in harmony with nature, continuing access to educational programs may represent the key to survival in what might otherwise be an inhospitable environment.

REFERENCES

1. Organization for Economic Co-operation and Development, Manpower and Social Affairs Directorate. *Procedures of The International Conference on Continuing Training and Education During Working Life, July, 1970*, Paris, France, 1970.
2. Godfrey, E. and Holmstrom, E. *Study of Community Colleges and Vocational-Technical Centers*, Phase I, Bureau of Social Science Research, Washington, D.C., 1970.
3. Bushnell, D. *Organizing for Change: New Priorities for Community Colleges*, McGraw-Hill, New York, 1973.
4. Pearl, A. and Riessman, F. *New Careers for the Poor*, The Free Press, New York, 1969.
5. Coleman, J. "How do the Young Become Adults," *Review of Educational Research*, Fall 1972, vol. 42, no. 4, pp. 431-439.
6. U.S. Department of Labor, Bureau of Labor Statistics. *College Educated Workers, 1968-80*, Washington, D.C., 1970.
7. Bushnell, D. and Yoder, D. *Training in Industry*, Stanford Research Institute, Long Range Planning Service Report No. 148, Menlo Park, California, 1962.
8. Ginzberg, E. "Guidance-Limited or Unlimited?" *Personnel and Guidance Journal*, vol. 38, 1960, pp. 707-712.
9. Boron, H. (ed.) *Man in a World at Work*, Houghton-Mifflin, Boston, Massachusetts, 1969.
10. Kaufman, J.J., Schaefer, C.J., Lewis, M.V., Stevens, D.W., and House, E.W. *The Role of The Secondary School in the Preparation of Youth for Employment*, The Pennsylvania State University Press, University Park, Pennsylvania, 1967.
11. Boocook, S. and Schild, E. (eds.) *Simulation Games in Learning*, Sege Publications, Inc., Beverly Hills, California, 1968.
12. Professional Engineers Conference Board for Industry. *Career Satisfactions of Professional Engineers in Industry*, Washington, D.C., 1957.
13. Carnegie Commission on Higher Education. *Less Time, More Option: Education Beyond the High School*, McGraw-Hill, New York, January, 1971.
14. Matthews, H. "The National Adult Perspective," paper presented before the Adult Education Association of Utah, March, 1971.
15. Striner, H. *Continuing Education as a National Capital Investment*, W.E. Upjohn Inst., Kalamazoo, Michigan, 1971.
16. Harvard University, Center for the Study of Public Policy. *Education Vouchers: A Report on Financing Elementary Education by Grants to Parents*, Cambridge, Massachusetts, 1970.